

Message Text

CONFIDENTIAL

PAGE 01 MAPUTO 00885 01 OF 02 130704Z
ACTION IO-14

INFO OCT-01 ISO-00 EUR-12 CIAE-00 DODE-00 PM-04 H-01
INR-07 L-03 NSAE-00 NSC-05 PA-01 PRS-01 SP-02
SS-15 USIA-06 TRSE-00 AF-10 /082 W
-----031746 130943Z /13

R 121537Z JUL 77
FM AMEMBASSY MAPUTO
TO SECSTATE WASHDC 6051
INFO AMEMBASSY DAR ES SALAAM
AMEMBASSY GABORONE
AMEMBASSY LONDON
AMEMBASSY LUSAKA
AMEMBASSY PRETORIA

C O N F I D E N T I A L SECTION 1 OF 2 MAPUTO 0885

E.O. 11652: GDS
TAGS: PORG, MZ, US
SUBJECT: ORGANIZING FOR MULTILATERAL DIPLOMACY

REF: (A) STATE 159747; (B) STATE 148782; (C) 76 STATE 37591;
(D) 76 MAPUTO 0579

1. SUMMARY. MOZAMBIQUE GENERALLY VOTES AGAINST US ON MULTI-LATERAL ISSUES OF INTEREST TO US. WE SEE LITTLE PROSPECT OF IMPROVEMENT THIS COMING YEAR. WE DO, HOWEVER, HAVE ACCESS TO PRESIDENT MACHEL AND FOREIGN MINISTER CHISSANO ON SOUTHERN AFRICAN ISSUES AND HAVE HAD MODEST SUCCESS IN EXPLAINING OUR VIEWS AND IN OBTAINING MACHEL'S SUPPORT OR ACQUIESCENCE IN THE DIPLOMATIC INITIATIVES WE HAVE UNDER WAY WITH ZIMBABWE AND NAMIBIA. WE WILL CONTINUE TO GIVE PRIORITY ATTENTION TO SOUTHERN AFRICAN ISSUES, BUT WILL PROBE FOR OPPORTUNITIES TO EXPLAIN OUR POSITIONS ON OTHER MULTILATERAL ISSUES AS WELL. WE EXPECT THE MOZAMBIKANS TO BE MOST INTERESTED IN NORTH/SOUTH ECONOMIC ISSUES AND IN OUR INDIAN OCEAN INITIATIVE. END SUMMARY.

CONFIDENTIAL

CONFIDENTIAL

PAGE 02 MAPUTO 00885 01 OF 02 130704Z

WM MOZAMBIQUE'S PRIMARY MULTILATERAL INTEREST THIS COMING YEAR WILL BE TO OBTAIN INTERNATIONAL SUPPORT FOR THE POSITIONS ADOPTED BY THE FRONT LINE STATES (I.E., MOZAMBIQUE, TANZANIA, ZAMBIA, BOTSWANA AND ANGOLA) WITH RESPECT TO DEVELOPMENTS IN RHODESIA, NAMIBIA AND SOUTH AFRICA. SPECIFICALLY, MOZAMBIQUE WILL SEEK: TO SECURE INTERNATIONAL ENDORSEMENT OF AND SUPPORT FOR THE ARMED LIBERATION STRUGGLES IN ZIMBABWE AND NAMIBIA, TO

PROMOTE THE POLITICAL FORTUNES OF THE ZIMBABWEAN PATRIOTIC FRONT, AND TO OBTAIN FOR ITSELF ECONOMIC AND DEFENSIVE MILITARY ASSISTANCE AS A CONSEQUENCE OF THE RHODESIAN RAIDS AND THE CLOSING OF ITS BORDER WITH RHODESIA.

3. A SECOND MATTER OF PRIORITY INTEREST TO MOZAMBIQUE IS THE INDIAN OCEAN. PRESIDENT MACHEL CALLED FOR THE ESTABLISHMENT OF A ZONE OF PEACE IN THE INDIAN OCEAN IN HIS SPEECH TO THE NON-ALIGNED CONFERENCE IN COLOMBO IN AUGUST 1976, AND MAY BE EXPECTED TO RENEW APPEALS FOR ACTION AT UPCOMING NON-ALIGNED GATHERINGS. IN A LETTER APRIL 16, 1977, PRESIDENT CARTER INFORMED MACHEL OF U.S. INTEREST IN EXPLORING WITH THE SOVIET UNION IF OUR TWO NATIONS COULD AGREE TO EXERCISE MUTUAL MILITARY RESTRAINT IN THE INDIAN OCEAN AND SOLICITED MACHEL'S VIEWS. WE EXPECT MACHEL WILL BE BACK TO US ON THIS SUBJECT.

4. SINCE BECOMING INDEPENDENT IN JUNE 1975, MOZAMBIQUE HAS ALIGNED ITSELF WITH THE MORE RADICAL OF THE NON-ALIGNED STATES, AND HAS GENERALLY ADOPTED A PRO-COMMUNIST AND ANTI-WESTERN POSTURE AND VOTING STANCE AT MULTILATERAL MEETINGS. WE DO NOT EXPECT ANY IMPROVEMENT THIS COMING YEAR.

5. MOZAMBIQUE'S VIEWS WITH RESPECT TO KOREA, PUERTO RICO AND THE MIDDLE EAST WERE DISCUSSED IN REFTEL D. BY AND LARGE THESE NEGATIVE ATTITUDES PERSIST. THE EMBASSY MADE REPRESENTATIONS TO THE GOVERNMENT ON THESE THREE ISSUES
CONFIDENTIAL

CONFIDENTIAL

PAGE 03 MAPUTO 00885 01 OF 02 130704Z

THIS PAST YEAR, AS DID GOVERNOR SCRANTON DURING HIS VISIT TO MOZAMBIQUE IN JUNE 1976, BUT MOZAMBIQUE CONTINUED TO VOTE WITH ITS "NATURAL ALLIES" ON ALL THESE ISSUES.

6. OF THE NEW ECONOMIC AND SOCIAL ISSUES DISCUSSED IN REFTEL B, WE WOULD EXPECT MOZAMBIQUE TO ADOPT POSITIONS SIMILAR TO THOSE OF THE MORE RADICAL NON-ALIGNED GOVERNMENTS. IF RADICAL COHESION SHOULD BREAK DOWN ON PARTICULAR ISSUES, AS FOR EXAMPLE OVER ENERGY, WE WOULD EXPECT MOZAMBIQUE TO ADOPT A POSITION SIMILAR TO THAT OF TANZANIA, TO WHICH IT OFTEN LOOKS FOR GUIDANCE ON MULTILATERAL ISSUES.

7. MOZAMBIQUE IS DESPERATELY SHORT OF MANPOWER AND IS UNLIKELY TO PUT FORTH CANDIDATES FOR POSITIONS IN INTERNATIONAL ORGANIZATIONS OR BODIES.

8. THE MOZAMBIQUE GOVERNMENT WAS PLEASED WITH THE RESULTS OF THE RECENTLY CONCLUDED MAPUTO CONFERENCE AND MAY BE INTERESTED IN HOSTING SIMILAR MULTILATERAL CONFERENCES IN THE FUTURE.

9. MOZAMBIQUE HAS NOT YET APPLIED FOR MEMBERSHIP IN THE IBRD OR IMF. SENIOR MOZAMBICAN OFFICIALS HAVE TOLD THE UNDP

RESIDENT REPRESENTATIVE THAT MOZAMBIQUE HAD DECIDED IN PRINCIPLE TO JOIN THESE ORGANIZATIONS, BUT THAT IT HAS NOT YET DECIDED WHEN. MEMBERSHIP IN THE LOME CONVENTION IS LESS CERTAIN.

CONFIDENTIAL

NNN

CONFIDENTIAL

PAGE 01 MAPUTO 00885 02 OF 02 130942Z
ACTION IO-14

INFO OCT-01 AF-10 EUR-12 ISO-00 CIAE-00 DODE-00 PM-04

H-01 INR-07 L-03 NSAE-00 NSC-05 PA-01 PRS-01

SP-02 SS-15 USIA-06 TRSE-00 /082 W

-----033223 130944Z /15

R 121537Z JUL 77

FM AMEMBASSY MAPUTO

TO SECSTATE WASHDC 6052

INFO AMEMBASSY DAR ES SALAAM

AMEMBASSY GABORONE

AMEMBASSY LONDON

AMEMBASSY LUSAKA

AMEMBASSY PRETORIA

C O N F I D E N T I A L SECTION 2 F 2 MAPUTO 0885

10. THERE ARE VERY FEW PEOPLE IN THE MOZAMBIQUE GOVERNMENT WHO ARE INVOLVED IN MAKING FOREIGN POLICY DECISIONS. IN ADDITION TO MACHEL AND FOREIGN MINISTER CHISSANO, THEY INCLUDE THE MINISTER OF DEVELOPMENT DOS SANTOS, PRESIDENTIAL ADVISOR SERGIO VIEIRA, AND, TO A LESSER EXTENT, MINISTER OF INFORMATION REBELO, MINISTER OF STATE MONTEIRO AND FORMER DEPUTY FOREIGN MINISTER PANGUENE. SENIOR DEPARTMENT HEADS IN THE FOREIGN MINISTRY HAVE ALMOST NO INFLUENCE ON POLICYMAKING; THEY LARGELY DO SAS THEY ARE TOLD.

11. ONE OF THE ABOVE KEY INDIVIDUALS USUALLY HEADS MOZAMBIQUE'S DELEGATIONS TO IMPORTANT INTERNATIONAL MEETINGS, I.E., REGULAR SESSIONS OF THE UNGA, SPECIAL MEETINGS OF THE SECURITY COUNCIL, SUMMIT OR FOREIGN MINISTERS GATHERS OF THE OAU, NON-ALIGNED AND AFRO-ASIAN STATES. THESE SENIOR OFFICIALS HAVE AUTHORITY TO MAKE DECISIONS WITHOUT REQUESTING INSTRUCTION.

12. MOZAMBIQUE'S PERMANENT REPRESENTATIVE AT THE UN, CARLOS LOBO, HAS VERY LITTLE AUTHORITY. ON ALL IMPORTANT ISSUES HE MUST SEEK INSTRUCTIONS FROM MAPUTO. MORE OFTEN THAN NOT, THE
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 MAPUTO 00885 02 OF 02 130942Z

MOZAMBIQUE GOVERNMENT HAS VERY LITTLE INFORMATION ON WHICH TO
ISSUE INSTRUCTIONS. WHEN IN DOUBT HOW TO VOTE, MOZAMBIQUE
(AND LOBO) WILL OFTEN SEEK GUIDANCE FROM THE TANZANIANS,
PARTICULARLY ON PROCEDURAL MATTERS.

13. THE AMBASSADOR AND EMBOFFS HAVE REASONABLY GOOD ACCESS
TO MACHEL AND CHISSANO ON MATTERS INVOLVING SOUTHERN AFRICA,
BUT UP TO NOW WE HAV NOT HAD MUCH DIALOGUE WITH THEM ON
OTHER MULTILATERAL ISSUES. WITH ACCESS TO TOP OFFICIALS
LIMITED, THE EMBASSY WILL HAVE TO BE SELECTIVE ON WHAT ISSUES
(OTHER THAN SOUTHERN AFRICA) TO RAISE WHEN WE DO SEEK AND
OBTAIN MEETINGS WITH THEM. NORTH/SOUTH ECONOMIC ISSUES AND
OUR INITIATIVE IN THE INDIAN OCEAN ARE ISSUES WHICH WILL
PROBABLY BE OF INTEREST TO MOZAMBIQUE. U.S. POSITION ON
THESE MATTERS MAY ALSO BE SOMEWHAT MORE ATTRACTIVE TO THE
MOZAMBICANS THAN OUR POSITIONS ON THE OTHER MULTILATERAL
ISSUES DISCUSSED IN REFTEL B.

14. THE STRATEGY WE ADOPT WITH MOZAMBIQUE'S KEY OFFICIALS,
OF COURSE, DOES NOT PRECLUDE DICUSSIONS WITH OTHER GOVERN-
MENT OFFICIALS, ESPECIALLY THE DEPARTMENT HEADS IN THE FOREIGN
MINISTRY AND OFFICIALS IN THE MINISTRY OF INFORMATION AND
THE MEDIA. FOR OUR DISCUSSIONS WITH THESE OFFICIALS, SHORT
AIDE MEMOIRES (IN PORTUGUESE WHENEVER POSSIBLE) SETTING FORTH
U.S. POSITIONS WOULD BE MOST HELPFUL TO US. THESE LOWER LEVEL
CONTACTS ARE NOT LIKELY TO INFLUENCE THE DEICISION TAKEN BY
MOZAMBIQUE'S LEADERS, BUT WE SHOULD BEGIN TO DO SOME
EDUCATIONAL SPADEWORK, LOOKING AHEAD TO THE DAY WHEN THE
MOZAMBICANS MAY BE MORE READY TO CONSIDER ISSUES ON THEIR
MERITS RATHER THAN IN ACCORDANCE WITH THEIR MARXIST-LENINIST
AND RADICAL IDEOLOGY.
DE PREE

CONFIDENTIAL

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: POLICIES, DIPLOMATIC REPRESENTATIONS, RELATIONS WITH INTERNATIONAL ORGS
Control Number: n/a
Copy: SINGLE
Sent Date: 12-Jul-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977MAPUTO00885
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D770248-1265
Format: TEL
From: MAPUTO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1977/newtext/t19770767/aaaacggw.tel
Line Count: 206
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 9c0be76c-c288-dd11-92da-001cc4696bcc
Office: ACTION IO
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 4
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 77 STATE 159747, 77 STATE 148782, 76 STATE 37591, 76 MAPUTO 579
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 08-Feb-2005 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 1890555
Secure: OPEN
Status: NATIVE
Subject: ORGANIZING FOR MULTILATERAL DIPLOMACY
TAGS: PORG, MZ, US
To: STATE
Type: TE
vdkgvwkey: odhc://SAS/SAS.dbo.SAS_Docs/9c0be76c-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009